DOCUMENT RESUME

ED 384 745 CE 069 386

AUTHOR	McCarthy, Karen
TITLE	School-to-Work: A Guide for State Policymakers. Issue Paper No. 3. Investing in People Project.
INSTITUTION	Jobs for the Future, Inc., Cambridge, MA.; National Conference of State Legislatures, Denver, CO.
SPONS AGENCY	DeWitt Wallace / Reader's Digest Fund, Pleasantville, N.Y.
REPORT NO	ISBN-1-55516-348-3
PUB DATE	Sep 94
NOTE	47p.; For other Investing in People documents, see ED 370 241, ED 371 081, CE 069 387, and CE 069 407-408.
AVAILABLE FROM	National Conference of State Legislatures, 1560 Broadway, Suite 700, Denver, CO 80202 (item #3125: $15).
PUB TYPE	Guides - General (050)
EDRS PRICE	MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	Academic Standards; Accountability; Apprenticeships; *Articulation (Education); Career Counseling; Career Guidance; Child Labor; Educational Change; Educational Legislation; Educational Needs; Educational Objectives; *Educational Policy; *Education Work Relationship; Federal Legislation; Financial Support; Government School Relationship; Labor Legislation; Legal Responsibility; Policy Formation; Postsecondary Education; Program Administration; Program Evaluation; Program Improvement; School Business Relationship; Secondary Education; State Legislation; *Statewide Planning; *Systems Approach; *Transitional Programs

ABSTRACT

This paper, which is intended as a guide for state policymakers, examines issues and steps in building state-level school-to-work systems. Discussed in the introduction are the state's role in creating a coherent school-to-work system. The following aspects of state-level governance, oversight, and vision are considered: setting system goals, performance benchmarks and accountability, governance, system finance, integration with school restructuring efforts, industry targeting, developing skills standards, creating links to postsecondary education, equity and universal access, and structuring a school-to-work system and program evaluation. Examined in a section on state support for local action are the following topics: local program elements, recruiting employers, technical assistance to local programs, professional development for school and workplace staff, assessment of student achievement, career counseling and guidance, financial aid for students, child labor laws, insurance and liability, and strategies for building on existing programs. Concluding the guide is a brief look at the future of school-to-work initiatives. Appended is a sampling of existing school-to-work legislation in 14 states. Contains 27 references. (MN)

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A Guide for State Policymakers

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School-to-Work
A Guide for State Policymakers

Issue Paper No. 3
Investing in People Project

A joint project of
National Conference of State Legislatures
and
Jobs for the Future

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September 1994

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Printed on recycled paper

Cover Design: Todd A. Vandyke
Book Design: Rust Graphics

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ISBN 1-55516-348-3

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Preface and Acknowledgments

This report is part of the Investing in People (IIP) Project funded by the DeWitt Wallace-Reader's Digest Fund. The fund's overall goal is to help American youth fulfill their educational and career aspirations. The fund's support and commitment to the IIP project is greatly appreciated.

During this project the National Conference of State Legislatures (NCSL) and Jobs for the Future (JFF) are helping five states—Connecticut, Iowa, Kentucky, Washington, and West Virginia—develop and implement workforce preparation and training strategies to meet the challenge of a competitive global economy. Each state selected teams made up of legislators, legislative staff, business leaders, educators, labor representatives, and other political and civic leaders. These teams help develop and implement long-range strategies to coordinate and improve education, workforce training, and economic development systems. The project includes two policy institutes, extensive technical assistance, and several issue papers.

A special thanks is due for the time and efforts of Senator Linda Furney of Ohio; Estevan Rodriguez of the National Council of La Razza; and Alan Weisberg of Foothill Associates in California, who were outside readers of this report. This paper reflects the research and field experience of Jobs for the Future staff members, who have worked in the school-to-work arena during the past four years.

This paper on state-level system-building strategies draws, in places, from a number of JFF publications. These include *School-to-Work Toolkit: Building a Local Program; Learning Through Work: Designing and Implementing Quality Worksite Learning for High School Students;* and *School-to-Work Toolkit: Building a Statewide System.* We would like to thank the many JFF staffers who helped author these publications: Anthony Alongi, Mary Ellen Bavaro, Andy Churchill, Susan Goldberger, Richard Kazis, Dionisia Morales, John F. Niles, Mary Kathleen O'Flanagan, and Douglas Zimmerman. Special thanks also are due to the following current and former JFF staff members for their contributions to this report: Andy Churchill, Jerome Dean, Richard Kazis, and John F. Niles.

Executive Summary

Too many students leave high school with poor academic skills, narrow or nonexistent work preparation or experience, and little understanding of how they fit into the adult world. Only one-quarter of our young people attain a baccalaureate degree; the remaining three-quarters have little opportunity to further their education and training.

By contrast, most young people in other industrialized countries have access to well-developed systems that connect schooling to a range of postsecondary work and learning options. Most participants in these systems make the transition to the labor market equipped with both solid basic academic skills and a sophistication about work, the job market, and careers.

As a result of this phenomenon, some states and localities have established school-to-work systems that connect traditional educational experiences to workplace learning. Additionally, the federal government recently passed the School-to-Work Opportunities Act, which gave all 50 states planning grants to formulate their own school-to-work systems. The purpose of the federal seed money is to help states expand existing programs and serve more students.

State legislatures have an important role to play in developing and maintaining school-to-work systems. In building a statewide system of school-to-work transition, states must address 10 critical issues:

1. Setting broad system goals;
2. Creating performance standards for system accountability;
3. Formalizing a state governance structure;
4. Dedicating funding;
5. Integrating school-to-work with other school restructuring efforts;
6. Identifying a set of strategic industries/employment areas that lend themselves to work-based and school-based learning;
7. Identifying skills standards for those industry/employment areas;
8. Integrating school-to-work and postsecondary education and training;
9. Paying attention to equity and access concerns; and
10. Developing a system of assessment and evaluation.

In addition, state-level personnel can support local programs to facilitate consistency among localities.

Introduction

In this country four-year college education is conventionally seen as *the* route to career advancement. However, only one-quarter of our young people attain a bachelor's degree; one-quarter of any age cohort in the United States drop out of high school; another 25 percent complete high school but never begin postsecondary studies; another 25 percent start college but never earn a four-year diploma. The United States has no structured, easily accessible system for helping this "neglected three-quarters" of its young people make the transition to careers, adult responsibility, and further education and training.

Too many students leave high school with poor academic skills, narrow or no work preparation or experience, and little understanding of how they fit into the adult world. By contrast, the vast majority of young people in other industrialized countries have access to well-developed systems that connect schooling to a range of postsecondary work and learning options. Most participants in these systems make the transition to the labor market equipped with both solid basic academic skills and a sophistication about work, the job market, and careers. There is growing fear that our nation's lack of a system for moving from school-to-work has significant, harmful effects on business competitiveness, educational achievement, and young people's future options and incomes.

A school-to-work program combines school-based learning and on-the-job instruction in a structured learning experience. Ideally, a broad coalition of community partners, (including students, parents, high schools, employers, workers, postsecondary educational institutions, community-based organizations, and government) participate in the development and maintenance of the program. Often, school-to-work programs provide a transition and academic credit from high school to postsecondary institutions. A primary goal of school-to-work programs is to provide a regionally or nationally recognized certification of occupational and academic skills mastery.

The school-to-work challenge has climbed steadily up the nation's political agenda in the past decade. In April 1994, Congress passed the School-to-Work Opportunities Act, designed to help create a national school-to-work system by directing federal funds to states and localities for program innovation and system-building activities.

The School-to-Work Opportunities Act offers states venture capital and potential waivers to be used to develop more comprehensive state-level efforts to

prepare young people for career and academic advancement. In effect, the law provides states with some catalytic resources that can be used creatively to advance states' education and economic development goals.

This initiative also poses a set of complex design and implementation challenges for states. Bringing all relevant parties together in a statewide school-to-work initiative will take time, effort, and leadership; there will be difficult issues of governance and responsibility to work through. Moreover, states will have to think creatively and supportively about strategies for helping local programs achieve both scale and quality. They will need to design criteria for grants to localities and cannot rely on distributing federal resources according to a pre-established formula. This report will help legislators and other state policymakers become more familiar with the ideas motivating the "school-to-work" movement and gain a better understanding of the building blocks of local programs and of state system activity.

The State Role: Creating a Coherent School-to-Work System

Several years before the federal government began debating the School-to-Work Opportunities Act, a number of states developed their own initiatives to improve the link between school and work. **Georgia, Maine, Wisconsin,** and **Arkansas,** among others, adopted statutes calling for statewide systems based on a youth apprenticeship program model (see the appendix). Other states, including **Minnesota, Pennsylvania,** and **Texas,** made an executive-level commitment to designing a statewide school-to-work system and began bringing representatives from different agencies together toward that end.

Additional states, including **California, Michigan,** and **West Virginia,** received system-building grants from the U.S. Department of Labor or the Council of Chief State School Officers to help them build a policy base and governance structure that could support local programs. All 50 states have recently received development grants from the U.S. Departments of Education and Labor, and eight states (**Oregon, Maine, Kentucky, Massachusetts, Michigan, New York, New Jersey,** and **Wisconsin**) received five-year multimillion dollar implementation grants in summer 1994.

Though there is significant variation in states' philosophies, strategies, and emphases, system-building at the state level has tended to concentrate on the following activities:*

*Much of this section is distilled from Jobs for the Future's *School-to-Work Toolkit: Building Statewide Systems.*

Articulating a clear vision for a school-to-work system. A clear direction results in achievable goals that anchor states' activities. States also promote a single vision by publicizing model programs that work, providing "visions of the possible" that mobilize enthusiasm and align expectations. States then convene groups to promote the vision in regions and localities, among school districts and postsecondary institutions, and through employer groups and associations.

Catalyzing new relationships, not mandating new programs. State-level system governance is built on the same broad, multisector partnerships that are encouraged at the local level. Previously separate departments (education, economic development, and employment and training) must find new ways of overcoming "turf" battles and collaborating.

Building decentralized systems aimed at giving local communities autonomy and responsibility. The usual philosophy of states is to set goals, offer tax incentives, and provide technical assistance, rather than to impose mandates, rules, and regulations. State support is designed to further the capacity of local groups to build lasting partnerships.

Focusing on outcomes rather than inputs. State oversight defines systems that measure both program outputs (number of students involved in work-based learning, number graduating from high school, number obtaining postsecondary education or training, number gainfully employed) and broader policy outcomes (whether a school-to-work system has positive effects on a regional economy, generates a higher demand for skills by employers, reduces gender and racial disparities in skilled employment).

Fostering portability. Training in one program might be of little use to a student looking for a job in another part of the state or country. States taking the systemic view create consistent expectations and standardized certification of student skills. Thus, students who are certified as having mastered academic and workplace skills receive recognition beyond the local labor market.

Facilitating participation by key institutional partners. Employers and postsecondary institutions face incentives and disincentives affecting their participation in school-to-work programs. Some are legal: child labor laws for example, preclude teaching students in some workplaces. Others are financial: community or technical colleges often receive state funding on a flat, per-student basis, which discourages them from offering longer, more structured and sequenced work-based learning programs. Still others are regulatory or grew out

of a tradition that kept systems separate: entrance requirements for state universities may not recognize credits for work-based learning. States are in a unique position to coordinate or overcome some of these obstacles.

Linking the school-to-work system to education reform, adult training, and economic development strategies. A school-to-work program for students is only the first step in a lifelong cycle of learning and work. School-to-work systems should ultimately be part of a larger workforce development system.

The following sections describe in more detail state approaches to governance, oversight, articulating a vision, and support of local action.

State-Level Governance, Oversight, and Vision

Every state has some programs that share elements of school-to-work programs. Only a few states, however, have made significant progress in building a statewide system of school-to-work transition. To facilitate systemic reform at the state level, states must address 10 critical issues:

1. Setting broad system goals;
2. Creating performance benchmarks for system accountability;
3. Instituting a state governance structure;
4. Developing a system of finance;
5. Integrating school-to-work and other school restructuring efforts;
6. Identifying a set of strategic industries/employment areas that lend themselves to work-based and school-based learning;
7. Identifying skills standards for those industries/employment areas;
8. Integrating school-to-work and postsecondary education and training;
9. Paying attention to equity and universal access concerns; and
10. Developing a system for assessment and evaluation.

Setting System Goals

The first step in developing a school-to-work system is to establish a set of goals. Goals can be established by legislatures, the governor's office, an interagency task force, or other governance mechanisms (see Governance section below).

The goals of school-to-work are to change the educational experience through experiential, applied methods and to change the dynamics of the labor market as experienced by young people. States vary greatly in the weight they place on the learning versus the *earning* aspects of school-to-work. For example, a state system will look very different depending on whether it is envisioned as serving all students or as providing an intensive work-based learning experience for a small segment of the population. Or a system could do both: provide career majors and some level of work exposure for all students and a more intensive, structured, work-based learning experience for a smaller group.

Performance Benchmarks and Accountability

Measurement of progress and accountability are critical state functions, especially in a decentralized system of school-to-work transition typically made up of legally and organizationally independent stakeholders. One way to evaluate progress is to develop statewide performance benchmarks. Benchmarks quantify the state's school-to-work goals and provide a means of assessing progress in

achieving them. Benchmarks also help ensure that all participants in the system agree on a single general direction and have made a commitment to accomplish shared goals.

Relevant outcomes to measure might include the effect of the program on students' academic performance, students' mastery of skills, the number of students entering postsecondary education, and the drop-out rate.

There are seven steps in creating useful performance benchmarks:

1. Identify tangible outcomes desired from the school-to-work system;
2. Develop objective measures that quantify those outcomes;
3. Establish the current condition for each measure;
4. Establish a goal for each measure;
5. Establish a timetable for gauging progress;
6. Organize data necessary for calculating those measures; and
7. Establish a commitment to the benchmarks among all partners and actors involved.

Governance

A carefully designed governance system for coordinating school-to-work activities provides appropriate authority, responsibility, and accountability across all levels: state, regional, and local. Because school-to-work involves many actors, the state governance structure, too, involves a diverse group of people from business, education, labor, government, and other community-based institutions.

Activities in states developing school-to-work systems suggest three types of governing bodies, which can be distinguished by the scope of their authority. They are those in which

1. authority is limited to the school-to-work system;
2. authority includes all workforce development programs and initiatives (i.e., all employment and training programs, adult basic education); and
3. authority includes all human resource investment initiatives (e.g., a human resource investment council).

Some states, like **Texas** and **Massachusetts,** have leaned toward the human resource investment council model for system governance. **Georgia** granted oversight authority to an independent body whose main responsibility for school-to-work resides in the state council for vocational education. **Washington** had directed the superintendent of public instruction to coordinate efforts with the

State Board for Community and Technical Colleges, the Workforce Training and Education Coordinating Board, and the State Board of Education.

Regardless of the governance structure, there is a range of activities that a state-level governing body should undertake or delegate, including the following: identifying system goals, setting systemwide benchmarks, financing development and operation of school-to-work programs, designating essential local program elements, developing guidelines for program and system evaluation, providing technical assistance on program development, developing formal links between school-to-work and other state activities, and advocacy.

The state governing body also has the responsibility of designating the boundaries of local program areas. In the human resource investment council model, regional employment boards typically take on the role of the local governing coalition. Other states may elect to use the private industry council as the local program governing body or designate different entities in different localities. Representation on the local boards should reflect the necessary actors in a school-to-work program: labor, business, education, local government, and community representatives.

System Finance

If the school-to-work strategy is going to be an integral part of the education and training system, then existing resources ultimately must be redeployed to fund it. The School-to-Work Opportunities Act provides "venture capital" (and potential waivers of categorical restrictions on other federal funding sources such as the Carl Perkins Vocational and Applied Technology Education Act, Job Training Partnership Act, and Chapter 1 of Title 1 of the Elementary and Secondary Education Act) to help states and localities offset the additional costs of changing to a new system, but not the ongoing operating costs.

States may want to adopt this same principle. Start-up costs might include development of new curriculum products; development of systems for training instructional staff; strategic planning and initial technical assistance; start-up contributions to pilot programs; distribution and dissemination of products; and evaluations, especially those required by the state for system assessment. Operating costs include program administration; salaries of all instructional and counseling staff; ongoing technical assistance; ongoing staff in-service training; student wages; and recruitment and marketing for program expansion.

At the state level, resources should be concentrated on activities related to system-building: state governance mechanisms; skill standards; model curricula;

prototypes for professional development, structured work-based learning, assessment, credentialling, and similar functions; data collection, analysis, and dissemination, including up-to-date intrastate regional labor market information; management information systems, including data on student educational achievement and program outcomes; incentives to encourage employer participation; additional supports for at-risk youth, students with disabilities, and others who may have higher service costs; state, regional, and local strategic planning; and mobilizing public opinion statewide.

Integration With School Restructuring Efforts

A number of states are exploring ways to link reforms of public schooling with efforts to connect school and work. The following aspects of school-to-work practice illustrate its compatibility with broader school restructuring efforts.

School-to-work programs emphasize rigorous academics. In most system designs, students are expected to choose a program major by the 11th grade, which organizes students' academics, applied learning, and field experiences around broad career themes, such as industry or occupational clusters or connections with community institutions in government, the arts, or various professional affiliations.

Flexible entry and exit points are maintained. School-to-work programs are designed so that students are prepared either to enter directly into the workforce, continue their education in a technical field, or pursue advanced study at the college or university level.

Every student develops an individual learning plan, beginning in ninth grade or earlier. A personal learning plan acts as a road map, guiding students through the academic foundation and program majors. The plan itself changes as the student progresses, has additional experiences and courses, and changes goals.

Students are active learners. Teachers redesign traditional courses to provide learning opportunities for students to formulate and solve problems, criticize their own work, work in teams, communicate about what they are doing, and achieve mastery of a topic, skill, or craft. Learning activities combine complex concepts by asking students to apply skills across subject boundaries.

A school's organizational structure changes. Students are taught by interdisciplinary teams of teachers. The schedule is flexible so that teachers working with a group of students have the time blocks necessary to accomplish various

objectives. Teachers have time for planning and team meetings. Schools often reduce the number of students teachers see in a day.

The general educational track is eliminated. All high schools are encouraged to replace a general track with a series of pathways organized around thematic majors or career choices. These paths offer students a variety of ways to integrate school-based learning with work-based learning, community service, internships, and apprenticeships.

Statewide subject-matter curricula can be linked to work-based learning. All statewide subject matter frameworks should address school-to-work as well as community service systems.

Industry Targeting

To avoid chaotic and uncoordinated local school-to-work partnerships, states should create strategic plans for targeting and developing priority industries and employment areas that promise broad exposure to a range of good careers, are compatible with high-quality academic learning, and involve economically important industries. Concentrating on target industries can help system expansion be efficient and well-designed, and it increases the probability of engaging motivated, quality employers.

Oregon's school-to-work plan, for example, identifies the following priority industry areas as the basis for career majors among which all students in the state will choose by 1996: arts and communications, business and management, health services, human resources, industrial and engineering systems, and natural resource systems.

Many states, through recent changes in the federal Job Training Partnership Act, are encouraging the use of state and regional labor market information to target industries and occupations most critical to a state's economy. As a state moves toward building a school-to-work system, labor market information can serve as an underlying connector to other workforce development initiatives.

Developing Skills Standards

School-to-work systems must ultimately be guided by information about skills needed by employers. This knowledge can guide teachers as they develop curricula, teaching methods, and assessment strategies. For most industries in this country, industry-developed skill standards simply do not exist. There is still significant concern among policymakers about how industry standards ought to be developed. The federal Goals 2000: Educate America Act, enacted in spring 1994, creates a national Skills Standards Board to help develop and implement a

system of voluntary industry skill standards and certifications. That board will build on recent efforts by the federal departments of education and labor that have supported projects in 22 industries seeking to set specific national standards.

In the absence of national consensus in this area, states can take some steps on their own. They might create a process for identifying existing standards that could be adapted to meet the needs of the state's most advanced employers. The state's school-to-work governance body might appoint representative advisory committees for each priority industry that would identity broad skills, curriculum models, and assessments that local programs could build. Or the state could look to an alternative strategy for setting instructional goals that is driven more by assessment strategies than by statewide skill standards.

Creating Links to Postsecondary Education System

A school-to-work transition system must build strong links with a state's postsecondary education and training sector. If states are to move toward a "seamless system" of lifelong learning opportunities, school-to-work efforts must be integrated with the existing systems of two- and four-year college and with the registered apprenticeship system. States can help build such a system in several ways.

Agreements for advanced standing. State postsecondary technical or community college systems need to recognize that a high school student's work-based learning experience might be rewarded with advanced standing in associate degree programs.

Postsecondary options. Many states are experimenting with options that permit high school students to receive high school and postsecondary credit for completion of certain courses taken at a postsecondary institution. The student's local school district pays tuition for the courses. Program planners have found that postsecondary options programs broaden the number of courses available in a structured, sequenced school-to-work program.

Articulation to registered apprenticeship. A technical or community college program is not the only postsecondary pathway available to students. System planners may want to direct youth apprenticeship graduates to the registered (adult) apprenticeship system.

Opportunities for admission to the state university system. High school credits awarded to a student need to be academically rigorous enough to be recognized and accepted for admission by a state's baccalaureate institutions and university system. Similar standards should be established for credits or degrees

awarded by a technical or community college. In addition, the university systems must respond to significant changes in curricula within K-12 schools.

The University of Wisconsin system administration, for example, is currently developing a competency-based admission policy as a supplement to its traditional freshmen admissions policy. The university believes that within a few years students will be admitted to its system institutions based on competency attainment rather than completion of courses that translate into Carnegie Units.

Equity and Universal Access

A quality system is built on two critical principles: all students can learn and all students will be held to rigorous academic and skill standards. This means that access to school-to-work programs must be universal. All students, regardless of race, gender, disability, English proficiency, or other individual characteristics, should have the opportunity to enter a career-focused pathway of their own choosing. School-to-work programs must be able to serve all youth populations, or this new direction may accentuate rather than alleviate inequalities in opportunity.

Learning and achieving at a challenging level is important to ensure that students are well-prepared for future careers and to encourage and secure employer involvement. State policymakers need to strike a balance between serving the needs of employers and serving the needs of young people and their parents, particularly those with challenges with which employers may not want to deal. These strategies are promising:

Encourage a local program model that starts in ninth grade or earlier. Many at-risk students lose their motivation far earlier than the 11th grade, when some programs are only starting. An early start also gives more time for previously underserved students to attain the high standards that employers and postsecondary institutions desire.

Establish formulas (or set-asides) for equitable distribution of state funds to ensure participation of disadvantaged communities in the system.

Establish financial incentives to encourage local programs to design specific strategies that meet the needs of at-risk students, including youth mentoring, academic enrichment, social service counseling, school-based job placement specialists, and other similar initiatives.

Encourage the coordinated planning, finance, and delivery of programs that are currently fragmented, including the Elementary and Secondary Education Act, the Job Training Partnership Act, Job Corps, and others. Program

coordination also brings together networks of service providers who are familiar with the service needs of at-risk youth.

Build a monitoring and enforcement mechanism to collect data on student enrollment, achievement, and placement. State and local program staff should be prepared to perform on-site monitoring to determine the extent to which programs are actually ensuring universal access.

Structuring System and Program Evaluation

As programs develop into systems of school-to-work, evaluation and assessment become critical to program and system development. Recent trends in workforce development suggests that many states are moving toward program evaluations that focus on outcomes rather than inputs. Structuring system and program evaluation for school-to-work should be based on desired outcome levels for the system, the program, and students. Evaluations should be designed as learning opportunities for program and state policymakers—and they should be aligned with the benchmarks established by the state to drive priorities and investments.

State Support for Local Action

Beyond setting goals, providing governance, and offering vision for the system, school-to-work system-building requires states to support local program activities so that there can be some consistency of vision, design, and quality across localities. States may want to assist with some of the following components:

- Specification of local program elements;
- Employer recruitment;
- Technical assistance;
- Professional development for teachers and worksite trainers;
- Assessment of work-based and school-based learning;
- Career counseling and guidance;
- Financial aid for students;
- Child labor laws;
- Insurance and liability; and
- Strategies for helping existing programs move toward a school-to-work model.

Local Program Elements

One challenge facing states is how to encourage consistency and comparability in local program priorities, design, and implementation. States have used different strategies. **Minnesota,** for instance, explicitly defines the necessary components of a youth apprenticeship program in its school-to-work legislation. Legislation in **Maine** and **Wisconsin** leaves definition and enforcement of essential program elements to an executive-level agency. **Georgia,** in contrast to both, uses a competitive grants process to encourage the inclusion of its fundamental elements. States new to school-to-work would benefit from examining the local program elements contained in the federal School-to-Work Opportunities Act.

Recruiting Employers

A successful school-to-work system needs the active support of thousands of employers across the state. State government can play an important role in motivating and mobilizing employers to join the campaign.

One starting point is to target employers in industries that state and regional development bodies believe are critical to the economic health of the state. Other candidates include firms in industries where labor shortages are feared or have appeared, technological change is rapid and accelerating, work organization is being restructured, or the availability of a quality workforce from other sources is

constrained. In addition, states should target employers that have a history of working on youth issues and have shown a high level of community responsibility.

Employers are likely to want incentives to participate actively in school-to-work programs. However, there is vigorous debate over the form such incentives should take. Three possible strategies for reducing employer costs for participation are tax incentives, direct grants to pay for equipment and for training supervisors and mentors, and administrative-cost supports for coordination and other expenses associated with employer participation.

Nonfinancial incentives that states can use to encourage employer participation include simplifying the program's demands on employers, providing them with clear marketing materials and specifying what is expected of them, and giving them a statewide and national platform for publicity and attention.

Economic development funds can be used to leverage work-based learning opportunities for students from existing businesses and from businesses interested in locating in-state. Some states, such as **Oregon,** are connecting school-to-work to adult retraining efforts by giving employers who provide worksite learning opportunities credits toward community college training for their adult workers. In this way, employers are urged to upgrade employee skills through reduced costs, while students are provided with better work and learning opportunities. Such incentives also can be used with community-based organizations through state community development programs.

Technical Assistance to Local Programs

States may wish to develop a creative capacity-building strategy. This plan could use state agency staff, education and job training experts from the public and private sectors, and other knowledgeable persons from within the state and across the nation to assist local partnerships in developing and operating innovative programs. Traditionally, state bureaucracies have worked by writing rules and regulations, then monitoring and enforcing compliance.

Building a new school-to-work system gives states a chance to "reinvent government" by setting goals, not mandates, and by helping local communities learn from the best practices around the nation.

Three tenets may guide state technical assistance:

1. Very little information should flow "top down" from the state to local programs, since the experts in this system will be practitioners at local sites. Plan for conferences, workshops, demonstrations, and other opportunities for peer interaction, but don't rely on lectures from so-called experts.

2. Emphasize networks that build a "learning community" for collaboration among local programs.
3. Direct technical assistance toward building the capacity of local and regional partners to design and operate programs.

States also could provide technical assistance through materials that accelerate diffusion of uniform knowledge about school-to-work transition and work-based learning. These might include

- program descriptions and templates;
- implementation timetables and checklists;
- "canned" speeches, videotapes, slides, brochures, news clips, media kits, and other products;
- strategies for organizational development and capacity-building of the local multi-sector partnerships;
- regular periodic technical assistance and information-sharing conferences for local program coordinators, teachers, mentors, trainers, assessors, and other participants; and
- curriculum and assessment frameworks.

States might also

- convene regional roundtables on school-to-work implementation;
- develop a comprehensive inventory of the state's school-to-work programs;
- develop an on-line electronic network of local partnerships; and
- develop and implement a decentralized self-assessment and peer review process to encourage direct cross-fertilization of local program experience.

For as many activities as possible, states should pursue integrated training that "models the model"; that is, technical assistance itself should be learner-focused, requiring active and experiential learning and integrating school-based, work-based, and connecting activities. It is important for all participating professionals to have the opportunity to work through design issues in the same manner students are expected to experience school and work.

Professional Development for School and Workplace Staff

All education reforms succeed or fail in the classroom where teachers either adopt or resist new techniques and curricula. State government can play an important facilitating role by providing resources and direction for professional development for instructional staff, counselors, and worksite personnel.

Local professional development activities should focus on developing the capacity of school and worksite staff to be good coaches for students. Teachers

should develop their appreciation of business while worksite staff learn to mentor and train young students. Internships in various industries have helped teachers integrate career education into school curricula. On the worksite, it is important to train production-line supervisors how to instruct students.

States should encourage experimentation by teachers and employers and should establish forums, such as peer networks, conferences, workshops, and training sessions, in which instructional staff can share their experiences and insights. To avoid "reinventing the wheel," states should establish methods for rapidly introducing innovation into teacher development and worksite supervisory training.

Assessment of Student Achievement

A defining element of the federal School-to-Work Opportunities Act is its emphasis on awarding a credential based upon a student's demonstrated mastery of skills and competencies. In these programs, both school- and work-based performance should, over time, be assessed by methods that emphasize performance measured against established standards. Movement toward new assessment methods is an area where states can be of great assistance to local programs.

One of the basic tenets of school-to-work systems is that certain skills are learned best by doing. It makes sense, therefore, to look at how students perform tasks when assessing mastery of skills. School-to-work programs must develop assessments that involve demonstration, presentation, and a portfolio of student accomplishments.

Experimentation with these methods—and development of assessment methodologies that can withstand legal challenges to their fairness and validity—is still in its infancy. Two networks are developing assessment tools and systems for use in school-to-work efforts. The New Standards Project has 19 member states and is co-directed by the National Center on Education and the Economy and the Learning Research and Development Center at the University of Pittsburgh. This effort is developing a program of standards and assessments that will include a system for reporting students' "applied learning" competencies, defined as the generic capabilities necessary for entering the worlds of work and civic participation. A second effort, organized by the Council of Chief State School Officers, is the CCSSO Workplace Readiness Assessment Consortium, which has developed a framework for defining and assessing "work readiness"

and "employability" skills. The consortium is developing performance-based assessment tasks to measure skills in the following categories:

- Personal and career development;
- Interpersonal skills;
- Thinking/problem-solving skills;
- Technology; and
- Communications

States might want to join these efforts, as well as undertake activities on their own that can help local programs understand and incorporate new assessment methods for both school and workplace learning. These could include technical assistance to local programs; establishment of a credential to be awarded at the end of the program that is competency-based and would therefore require performance and other assessment approaches; and staff development opportunities on assessment issues for both school and workplace staff.

Career Counseling and Guidance

In-depth career guidance must be part of any effective school-to-work system. The experience of leading states suggests that students should begin developing career awareness in elementary grades and move into more active career exploration, job shadowing, and review of relevant labor market information in middle school and early in high school. During the later high school years, guidance counseling should include advice about careers—not just colleges, as is often the case.

Employers should be encouraged to adopt a more active role. Employers need to see that it serves their own longer-term interests to help students explore careers and to provide solid information about job opportunities and demand for certain skills.

A systemic state-level approach to career counseling includes these key elements:

- Developmental student guidance that integrates educational/learning, social/interpersonal, and career/vocational themes in a holistic framework for individual students;
- Stronger emphasis on career guidance that provides individual students with tools to evaluate themselves and their interests and suggestions for career development routes;
- An individualized career/educational plan for every student;

- Hands-on career exploration structured job shadowing no later than the ninth and 10th grades that gives students direct, in-depth, hands-on experiences with employers;
- Career counseling that helps a student regularly reassess the career plan;
- A strategy for assuring that school-based guidance counselors have direct experience in the business world, including specific licensing and certification requirements as well as in-service training and professional development; and
- Statewide educational standards that assure that schools provide release time for students' career exploration and job shadowing; adequate staffing of guidance counseling; classroom curricula, teacher training, and sufficient planning time to develop in-class projects that develop career-related competencies; and budgets that support in-service training, staff release time, and funding for industry internships.

Florida has initiated a six-year process of implementing statewide change in career education, a comprehensive plan that includes pilot projects, new curricula, scholarships, training, and evaluation (see the state's 1991 Blueprint for Career Preparation). The new system is organized according to the following schedule:

- Grades K-5: Self and career awareness
- Grade 6: Personal assessment and technological literacy
- Grades 7-8: Career orientation and exploration
- Grades 9-12: Academic and specialized skill development

Wisconsin is building a system of community-based career centers that will provide information and career counseling for students through new relationships with the private sector. These centers will organize services to serve the career interests of all students and contain reliable, easy-to-use information about employers, occupations, wages, job openings, skill qualifications, and education or training options.

Financial Aid for Students

A well-developed school-to-work program spans both secondary and postsecondary education. The costs of education for young people in high school are typically covered by the public school district; free schooling is not guaranteed during the postsecondary years. States might consider ways to reduce the cost burden to participants for the postsecondary component of school-to-work programs.

A few states, including **Louisiana,** are moving to extend the guarantee of free public education through 13th and 14th grades for students who meet certain performance benchmarks. In 1992, **Georgia's** governor established the Georgia

Lottery to provide new funding for tuition at public technical schools and public and private colleges and universities. Some states are reviewing financial aid requirements for state (and federal) student grants and loan programs to weed out requirements that might prevent a student enrolled in a school-to-work program from obtaining assistance. (A common barrier is the provision that makes financial aid available only to students who are enrolled full time, measured by the amount of time spent in school.) **Iowa** has experimented with an innovative form of tax increment financing to help community colleges fund school-to-work programs. Finally, some states are considering an employer payroll tax, along the lines of those that fund **California's** Employment and Training Panel and the **Illinois** Prairie State Authority, to generate revenue for student financial aid.

Child Labor Laws

Since school-to-work programs often provide participants with paid work experiences, system planners must become well versed in state and federal laws regarding employment of minors. Statutes and administrative regulations establish legal guidelines on the number of hours that minors may work, the types of jobs they can perform, necessary safety precautions, and the use of certain kinds of machinery and equipment.

Laws regarding the employment of minors exist at the state and federal levels. Federal law on employment of minors in nonagricultural work is summarized in *Child Labor Bulletin No. 101: Child Labor Requirements in Nonagricultural Occupations.* A summary of federal and state child labor laws, titled *Minor Laws of Major Importance,* was recently prepared for the U.S. Department of Education by the Academy for Educational Development's National Institute for Work and Learning. In some cases, state laws may have higher standards than the federal statute. In general, the more stringent standard must be observed. A typical restriction for students 16 and 17 years old is that employment cannot exceed 20 hours per week while the student is enrolled in school classes. During breaks from school, students in this age group cannot work more than 44 hours per week.

State work-based learning policy should assess how state and federal child labor laws affect program and system design. States may be able to amend their own statutes to lessen some of the constraints while still protecting young people's well-being, health, and safety. State policymakers should look closely at regulations and laws concerning

- work permits;
- total working hours in a day or week;
- night work and other limits on hours of employment; and
- work hours during non-school periods.

Insurance and Liability

Insurance and liability issues are likely to arise in states that are placing thousands of students in workplaces. Liability issues related to work-based learning fall into two general categories: a student's transportation to and from a job site and injuries that occur while the student working. There are some steps that states can take to clarify liability for claims arising out of work-based learning programs and to help spread the risk. For example, states can

- clarify responsibility for covering risk of injuries incurred during a student's transportation or work;
- consider spreading costs of liability and insurance by providing direct grants to local partnerships to help defray their costs of obtaining coverage;
- consider the legal implications of any state mandate regarding the employment relationship of student learners;
- develop a scheme of subsidized or public transportation for students who cannot provide their own transportation; and
- make sure pooled policies are available that will provide workers' compensation where smaller employers lack coverage.

Strategies for Building on Existing Programs

A variety of program designs attempt to address the school-to-work transition. States can provide guidance to local programs on how existing efforts need to change to meet the state's vision of a comprehensive school-to-work effort.

First, states can list the elements of a school-to-work program that existing efforts lack. In its application to the federal government for a school-to-work opportunities planning grant, **Oklahoma** used a chart to compare the difference between various career preparatory programs in the state and the elements outlined in the federal legislation. Then states can offer a variety of incentives and supports to help current programs add new components or emphases. One element most commonly missing from career-oriented programs is the work-based component. Through strategies for increasing employer participation, states can make it easier for local programs to add work-based learning.

School-to-Work: Looking Ahead

Creating statewide school-to-work systems will take time. There are many different building blocks of a systemic approach that must be put into place. If states do not make the commitment to coordinate their efforts and act strategically to make institutional change, then innovative local programs will remain isolated efforts and will founder on the high costs of "going it alone," many of which costs can be reduced through state-level assistance. Across the country, states are making great strides in their efforts to organize their activities, resources, and services in ways that can better help their youth advance occupationally and academically. With luck and determination, this progress will accelerate in the coming years.

The challenges are many, but as policymakers, planners, and practitioners build better links between schools, careers, and lifelong learning opportunities, it is helpful to keep in mind that school-to-work is already working for thousands of young people. Some successes include Portland, Oregon's Roosevelt High School, which cut its freshman dropout rate in half as a result of its restructured approach to high school learning; the American apprentices at the Florida Siemens-Stromberg Carlson plant, who scored the highest of any Siemens apprentices in the world on their first-year exams; and Boston ProTech student Marsha Dennis, who captures eloquently the power of programs that link school and work for young people:

> *Getting an education means more than just going to school . . . . I don't take things for granted any more, because everything I do now will affect me in life later on. I know when to be serious . . . . If you had known me two years ago, you would have thought differently about me.*

The window of opportunity is open for helping others like Marsha Dennis find their way toward a more productive future. States have the chance to create the structures that will help local programs grow and reach their potential in terms of size, quality, and cost-effectiveness. In the light of the precarious future so many young people now face and the growing demand of U.S. employers for skilled workers, it is a challenge that states should make a commitment to meet.

	Arkansas	Georgia	Maine	Oregon	Wisconsin
Citation	Acts 546, 553 and 10 of 1991	Title 20, Chap. 2, Art. 6, Code of Georgia (H.B. No. 1931, enacted 1992)	S. P. No. 970 (enacted March 26, 1992)	H.B. Nos. 3133, 3474, 3469 & 3565 (effective July 1, 1991); S.B. 1000 (enacted 1993)	Chaps. 101.265 & 15.227, Wis. Stats. (created by 1991 Wis. Act 39 and 269)
Legislation Objectives	Establishes youth apprenticeship program to provide noncollege-bound youth with opportunities to develop meaningful job skills; provides for youth apprenticeship demonstration projects during 1991-93.	Permits 11th and 12th grade students to receive secondary credit for work as apprentices in positions certified by the Department of Labor as highly skilled jobs for which there is a skilled worker shortage.	Establishes youth apprenticeship system within the state. Required working group to file report with the governor and the legislature by Nov. 30, 1992, defining youth apprenticeship approach, governance structure, finance, standards, and certification.	**H.B. 3565** establishes system of professional and technical certification as a part of comprehensive approach to workforce preparation. **H.B. 3469** provides for a youth apprenticeship pilot program in high school. **S.B. 1000** expands pilot program; broadens definition of youth apprenticeship model registered apprenticeship occupations; calls for a comprehensive work-based learning system.	• Planning group objectives: • Improve transition from school to work; • Expand career training options; • Improve eligibility for apprenticeship system; • Involve business in planning, developing, evaluating program; • Assess work skills before employment; • Facilitate entry of minorities and women into skill training and college.

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	AR, cont.	GA, cont.	ME, cont.	OR, cont.	WI, cont.
Governance Structure	Vocational and Technical Division of the Department of Education will develop and implement a youth apprenticeship work-based learning program with input from State Apprenticeship Coordination Steering Committee.	Department of Education, in consultation with the Department of Labor and the Department of Technical and Adult Education, will develop standards, procedures, criteria, and administrative requirements.	Department of Education, Department of Labor, and Maine Technical College System will develop pilot sites. The Center for Youth Apprenticeship has been established on the campus of Southern Maine Technical College to direct research, policy development, and other program activities.	Workforce Quality Council will develop policies and goals for workforce training, including the system of professional technical certification. Apprenticeship and Training Council and Division of Vocational Education will establish youth apprenticeship pilot program. **S.B. 1000** jointly administered between the Bureau of Labor and Industries and the Department of Education.	Multisector Youth Apprenticeship Advisory Council, housed within Department of Labor, Industry and Human Relations.

	AR, cont.	GA, cont.	ME, cont.	OR, cont.	WI, cont.
Program Design	Eligible students enter a 3-4 year program after 10th grade. Program connects high school with 1 or 2 years of post-secondary learning. The program integrates worksite experience with academic and vocational learning in the classroom and provides students with both academic and occupational credentials.	Requires Georgia Department of Education to establish policies and standards to include • a detailed employer-apprentice training plan; • minimum of 144 classroom hours of related academic instruction; • minimum of 2,000 hours of on-the-job training; • progressive wage schedule; • on-site evaluation of performance; • training remediation as necessary; • broad range of skills, but focused on manufacturing and engineering technology, administration and office technology, and health care; • structural linkage between secondary and postsecondary components leading to high school diploma and certificate of occupational skills.	Proposed program model requires • general career exploration in 9th grade; • testing and career exploration in 10th grade, with assessment based on Maine's common core of learning and certificate of initial mastery; • apprenticeship in 11th grade with 20 weeks at a vocational high school and 30 weeks at work; • apprenticeship continues in 12th grade with 14 weeks at a vocational high school and 36 weeks at work; • apprenticeship continues in 3rd year with 14 weeks at a technical college and 36 weeks at work; • high school diploma after 12th grade; • certificate of skill mastery at end of 13th grade.	K-10 students earn certificate of initial mastery (CIM) then select college prep or a 2- to 5-year professional/ technical degree. Program includes • career development; • apprenticeships integrated with applied academics; and • postsecondary credit for high school courses. **S.B. 1000** expanded definition of youth apprenticeship to include • a formal agreement between students, parents, school, and employers; • classroom instruction integrating academic and work-based learning; • on-the-job instruction by a mentor working closely with teachers; • academic and occupational proficiency certification; • collaboration between schools and businesses.	Requires Dept. of Industry, Labor and Human Relations (with cooperation of Dept. of Public Instruction and Board of Vocational, Technical and Adult Education) to develop program model. Program includes • career development; • 10th grade gateway assessment; • competency-based classroom instruction integrated with employment; • structured work-based learning under supervision of skilled mentor; • upon completion, high school diploma, state certificate of academic and occupational proficiency; • completion permits partial credit in traditional apprenticeship, advanced standing into technical college program, or facilitated entry into 4-year college.

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	AR, cont.	GA, cont.	ME, cont.	OR, cont.	WI, cont.
Funding	$2 million/year FY 94 and FY 95. In 1991, 11 planning grants were funded at $10,000 each.	Not specified in legislation.	Not specified in legislation.	**H.B. 3469** $650,000 for developmental sites; $100,000 for worker skills assessment and benchmarks; $150,000 for technology education and applied academic curriculum; $400,000 for teacher and counselor training. **S.B. 1000** replaced tax credits with reimbursement for worker training expenses up to $2,500: $200,000 for local teachers and coordinators, $25,000 for student transportation, and $750,000 for employer incentives.	$150,000 in planning funds plus 2 full-time positions. • Governor's 1993-95 budget bill include funds for • the Workforce Excellence Council and Office in the Dept. of Industry, Labor, and Human Relations (DILHR); • career counseling information centers; • youth apprenticeship training grants; • youth apprenticeship curriculum grants; • Tech-prep Incentive Program

	AR, cont.	GA, cont.	ME, cont.	OR, cont.	WI, cont.
Eligibility	Available to 11th grade students in demonstration site areas.	Any pupil of 16 years or in 11th or 12th grade at public school may enroll in a youth apprenticeship program approved for credit by the Dept. of Education.	Any 11th grade student in state.	Certificate of Advanced Mastery (CAM) available to students who pass CIM. For youth apprenticeship, student must be 16 or older and enrolled in a voc/tech program.	Eligibility determined by interest, passage of 10th grade gateway assessment and availability of an approved job placement.
Skills Standards	Under development.	To be developed by program.	To be developed by industry-specific working committees.	Under development.	Under development by committees consisting of business, labor, education and trade association representatives.
Certification	To be developed.	To be developed.	To be developed.	CIM and CAM are currently under development.	To be developed by DILHR in cooperation with business and industry.
Level of Activity	Planning of pilot projects began in 1991. Funding for the implementation phase began in March 1992.	Department to develop pilot projects for FY 1994-95 and shall implement comprehensive program for all school systems by FY 1996.	Pilot projects to begin in 1992. Statewide coverage in all high schools and regional vocational centers by 1996-97.	Task forces developing program design and standards. **S.B.1000** increased eligible students from 100 to 2,000 with implementation planned in up to 150 schools.	Program standards developed for initial programs in 1992. Planning for statewide coverage continues.

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	South Carolina	New Jersey	Oklahoma	Texas	Washington
Citation	Concurrent Resolution H. 4520 (passed May 1992)	Assembly Bill A. 2616 (passed June 1993)	S.B. 500 (enacted May 1993)	S.B. 367 (enacted June 1993)	H.B. 1820 (enacted May 1993)
Legislation Objectives	Establishes the Committee on Apprenticeship and Mentorships to study issues relating to middle, junior and high school students who likely will not attend college or will drop out of school. The Committee's purpose is to determine program design, policy implications and options for school-to-employment programs.	Establishes a Youth Transition to Work Partnership to provide grants to consortia of business, labor organizations, and schools for new youth apprenticeship programs for high-wage, high-skill labor demand occupations and professions. Grants also support the creation of links between new and existing programs and secondary and postsecondary institutions.	Establishes State Board of Vocational and Technical Education as agency to receive federal funds and administer youth apprenticeship programs. Creates the Oklahoma Youth Apprenticeship Committee as an advisory committee to the Board. Defines youth apprenticeship programs as • combining job training with classroom instruction • bridging the gap between high school and postsecondary training; • resulting in certification of mastery of work skills.	Establishes Design Committee of Apprenticeship and a Career Pathways Programs for Youth. Authorizes pilot projects and research in school-to-work transition. By 1995, the Committee will make recom-mendations regarding a statewide approach to school-to-work. Committee responsi- bilities include • advising Dept. of Commerce on pilot program develop- ment; • building public awareness of the need for school-to-employment transitions; • advising the governor, legis- lature and state agencies on implementing apprenticeships and career pathways.	Establishes School-to-Work Transitions Program, (expands and renames the 1992 Academic and Vocational Development grant program). New goals include • providing students with multiple educational path-ways based on student's career or interest area; • developing essential learning requirements, methods to measure performance, and goals to improve learning; • developing partnerships with local employers to incor-porate worksite learning.

	SC, cont.	NJ, cont.	OK, cont.	TX, cont.	WA, cont.
Governance Structure	Select Committee and Business Education Subcommittee monitor implementation of recommendations made by the Committee on Apprenticeship and Mentorships. The Committee consists of 35 members, including the governor, state superintendent of education, chairman of the Business-Education Subcommittee, and the executive director of the State Technical and Comprehensive Education System. Other members appointed by commissioner of higher education.	Partnership is administered by state Department of Labor. Grants are awarded by an 11-member board including the commissioners of Labor and Education, the chancellor of higher education, and four members from both the business community and organized labor, appointed by the governor.	The State Board of Vocational and Technical Education will oversee the youth apprenticeship programs. The board will appoint a 13-member advisory committee, including representatives of secondary education, higher education, vo-tech education, business and labor, and the state superintendent and the chancellor.	The Career Pathways Program for Youth is administered by the Department of Commerce. Members of the Design Committee will advise the Department and are appointed by the executive director of the Department of Commerce. Three representatives from each of the following groups are committee members: employers, high school teachers, faculty members of postsecondary institutions, and the general public. The state director of the Bureau of Apprenticeship and Training may serve as an ex officio, nonvoting member.	The program is administered by the Superintendent of Public Instruction (SPI). The SPI will develop a grant process for schools or districts, select projects for grants, and monitor and evaluate the program. The SPI will appoint a 10-member advisory task force on school-to-work including at least one member from the state Board for Community and Technical Colleges and the Workforce Training and Education Coordinating Board. The SPI will coordinate efforts with the state Board for Community and Technical Colleges, the Workforce Training and Education Coordinating Board, and the state Board of Education.

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	SC, cont.	NJ, cont.	OK, cont.	TX, cont.	WA, cont.
Program Design	Not specified in legislation.	Not specified in legislation.	Not specified in legislation.	The Career Pathways Program for Youth must take students through a learning process that integrates school and work during high school with the first years of postsecondary learning. The Design Committee will develop specific program recommendations by 1995.	Not specified in legislation.
Funding	Up to $50,000 is targeted for the Committee on Apprenticeships and Mentorships from funds allocated to the Education Improvement Act Select Committee for evaluating education programs and policies.	$5.5 million allocated to Youth Transitions to Work Partnership. Of funds appropriated • not less than $1.6 million to be used for subgrants to employers; • not less than $1.6 million to be used for subgrants to schools; • not less than $300,000 to be used for subgrants to higher education institutions; • $300,000 is provided for Partnership board's expenses.	Not specified in legislation.	No more than 10% of funds allocated will be used for administrative costs and 5% of funds available may be used for public outreach. To date, $115,000 has been released to the Department of Commerce to staff and support the Design Committee.	$2.5 million is appropriated for the biennium ending in June 1995. H.B. 1280 specifies • $200,000 for teacher certification programs; • $150,000 for the SPI to coordinate the program and to disseminate information on model programs; • $250,000 for grants to community and technical colleges for curriculum development.

	SC, cont.	NJ, cont.	OK, cont.	TX, cont.	WA, cont.
Eligibility	Not specified in legislation.	Not specified in legislation.	Not specified in legislation.	Students who have successfully completed the 10th grade.	Not specified in legislation.
Skills Standards	Not specified in legislation.	Not specified in legislation.	Not specified in legislation.	Not specified in legislation.	Not specified in legislation.
Certification	Not specified in legislation.	Not specified in legislation.	Not specified in legislation.	Not specified in legislation.	Not specified in legislation.
Level of Activity	The Committee on Apprenticeships and Mentorships has submitted two interim reports to the legislature. Its final recommendations will be ready by January 1994 and will likely include consideration of **H.B. 3948**, a bill currently pending to establish youth apprenticeship programs.				

	California	Maryland	Minnesota	Ohio
Citation	Senate Resolution No. 20 (passed July 1993)	H.B. 1586 (enacted May 1993)	Minnesota Statute 126B, (Secs. 126B.02 and 126B.03, passed May 1993)	H.B. 152, Appropriation Items 195-418 and 200-507 (Enacted July 1993)
Legislation Objectives	Establishes the Career Pathways for Youth model, provides guidance in the development of transition programs, assessment procedures, and certificates that provide clear pathways from school to high-skill, challenging careers. The model will be compatible with the state's strategy for upgrading the skills of the current workforce, and for creating opportunities for displaced workers.	Establishes the Apprenticeship Incentive Program, which provides grants to employers, industrial trade associations, trade unions and registered apprenticeship sponsors primarily to train youths for skilled, high-wage jobs and professions.	Establishes an Education and Employment Transitions Council and a Comprehensive Youth Apprenticeship Program to develop and implement youth apprenticeships throughout the state and to integrate community service into youth apprenticeships. The goal is to prepare learners to make transitions between education and employment.	Amended House Bill 152 contains two items: • The School-to-Work Transition Program to establish pilot demonstration sites; • The School-to-Work Training Initiative to train mentors who directly oversee student workers.

	CA, cont.	MD, cont.	MN, cont.	OH, cont.
Governance Structure	State-level oversight by the Departments of Education and Employment Development, and the Office of the Chancellor of Community Colleges. Senate Resolution No. 20 requires that Career Pathways for Youth programs contain local steering committees or councils that include employers, labor leaders, and representatives from education and government.	The program will be administered by the Department of Economic and Employment Development in collaboration with the state superintendent of schools and the secretary of higher education.	The Education and Employment Council must include diverse stakeholders. The Department of Education will develop and implement comprehensive youth apprenticeship programs. The Education and Employment Council will establish committees to recommend industry and occupational skill standards for apprenticeable industries.	The School-to-Work Transition Program is jointly administered by the Department of Education and the Governor's Human Resource Council. The School-to-Work Training Initiative will be overseen by the Department of Development with the advice of the Governor's Human Resource Council, the Department of Education and the Board of Regents.

	CA, cont.	MD, cont.	MN, cont.	OH, cont.
Program Design	Students participate in a learning process combining secondary and postsecondary academic instruction with structured work-based learning leading to a high school diploma or equivalent certification, a postsecondary credential, advanced placement in a postsecondary institution, or a registered apprenticeship.*	The Secretary of Economic and Employment Development must ensure youth apprenticeship programs • expand a structured school-to-work system linking secondary applied learning with skilled, high-wage careers and postsecondary technical and occupational work; • develop competency-based programs; and • encourage enrollment among unskilled first-time hires in programs leading to credentials for jobs in high-growth areas.	Youth apprenticeship program objectives: • Provide students with work based learning leading to high-skill employment; • Integrate students' education with work-related learning qualifying them for apprenticeships or other training programs; • Expand the range of skilled occupations for students to explore as careers; • Improve students' abilities to use academic skills in the workplace; • Encourage women and minority students to participate in apprenticeship or training programs; • Involve business and organized labor in developing and evaluating programs.	Not specified in legislation

	CA, cont.	MD, cont.	MN, cont.	OH, cont.
Funding	If California receives federal school-to-work transition funds, at least 70% of those funds should be allocated to local grant programs and up to 30% should be retained at the state level for standards, curriculum, certification development, research, evaluation, and networking.	The Secretary of Economic and Employment Development must request funding for the program in its annual budget.	$900,000 is available including planning grants of up to $10,000 each and implementation grants of up to $100,000.	The Department of Education will allocate up to $210,000 each fiscal year to be used for three school-to-work pilot projects. The Ohio Department of Development will solicit project proposals from the business community and select up to six for training mentors. Each mentor training project will be eligible for $75,000 per fiscal year.
Eligibility	Participating students are required to have successfully completed 10th grade or achieved a comparable level of mastery of skills.	Not specified in legislation.	Any student in the state age 16 or older.	Not specified in legislation.
Skills Standards	Not specified in legislation.	Not specified in legislation.	To be developed by Industry and Occupational Skills Standards Committees established by the Education and Employment Transitions Council.	Not specified in legislation.
Certification	Not specified in legislation.	Not specified in legislation.	Not specified in legislation.	Not specified in legislation.

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	CA, cont.	MD, cont.	MN, cont.	OH, cont.
Level of Activity	Prior to Senate Resolution No. 20, and in the absence of legislation requiring the development of a statewide school-to-work transition system, California has experimented extensively with youth apprenticeship and other school-to-work pilot programs, including more than 50 career academies supported by state legislation and funding.	H.B. 1568 becomes effective October 1, 1993.	Grant applications for planning and implementation due November 30, 1993, with winners announced in January of 1994. Second grant cycle for 1994 implementation includes a grant application deadline of April 30, 1994.	

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School-to-Work: A Guide for State Policymakers

An Issue Paper of the Investing in People Project

Too many students leave high school with poor academic skills, narrow or nonexistent work preparation or experiences, and little understanding of how they fit into the adult world. Only one-quarter of our young people attain a bachelor's degree; the remaining three-quarters have little opportunity to further their education and training. High-paying jobs in today's complex, global economy will require highly skilled and trained workers.

This report explores how states can build school-to-work systems that connect traditional education experiences to workplace learning. It also discusses some ways that states can support local school-to-work activities to encourage consistent vision and design across the state. The report includes summaries of state school-to-work legislation from 14 states, comparing legislative objectives, governance structure, program design, and funding.

ISBN 1-55516-348-3

Item #3125

Price: $15.00

National Conference of State Legislatures